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ABSTRACT

This report reviews the proposal by the West Hills Community College District (WHCCD) (California) to transition its off-campus center to full college status. The proposal's objectives include: (1) establishing a new comprehensive college that will serve approximately 1,700 full-time-equivalent students by 2015; and (2) providing greater access to higher educational opportunities for the under-served population of the district and improve community college attendance rates in the region. According to the proposal, given the expansive territory the district covers, enrollments at other district facilities will not be adversely impacted by the new campus. The report presents a summary of the California Postsecondary Education Commission's (CPEC) conclusions regarding the advisability of the proposal with respect to four CPEC criteria for the establishment of new postsecondary institutions: (1) enrollment projections; (2) programmatic alternatives; (3) serving the disadvantaged; and (4) academic planning and program justification. The report concludes with the Commission's recommendation to approve the proposal. Appended are letters in support of the proposal; the Commission's Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers; and a copy of the Commission's conclusions concerning Kings County Center. (RC)

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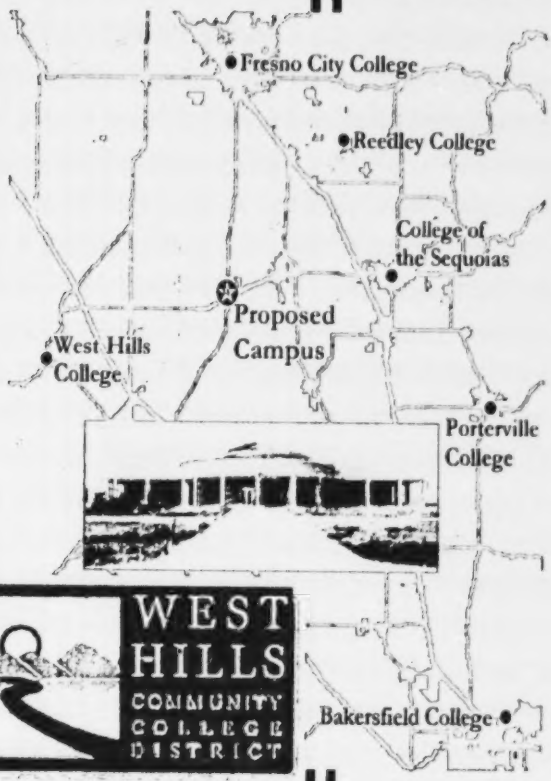

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Summary

This report reviews the proposal by the West Hills Community College District (WHCCD) to transition its off-campus center in Lemoore to full college status. It will then be known as the West Hills College at Lemoore.

The district service area includes parts of three San Joaquin Valley counties -- Kern, Fresno, and Kings -- and the rugged and sparsely populated eastern sections of Monterey and San Benito counties. Fall 2001 enrollments for the West Hills District totaled 4,281 students, with the majority coming from Fresno and Kings counties. The proposed West Hills College at Lemoore will provide the district with additional, much need capacity to accommodate the burgeoning demand for higher educational services in the fast-growing communities of Lemoore and Hanford. Given the expansive territory the district covers (3,464 square miles), enrollments at other district facilities are not impacted adversely by the new Lemoore campus.

The proposal's objectives include:

- Establishing a new comprehensive college that will serve approximately 1,700 full time equivalent students (FTES) by 2015; and
- Providing greater access to higher educational opportunities for an under-served population of the district and improve community college attendance rates in the region.

This report has been added to the Commission's Internet website -- www.cpec.ca.gov -- and is now electronically accessible to the general public. Additional copies of this and other Commission reports may also be obtained by e-mail at PublicationRequest@cpec.ca.gov; or by writing the Commission at 1303 J Street, Suite 500, Sacramento, Ca. 95814-2938; or by telephone at (916) 322-9268.

Needs Analysis for the West Hills College at Lemoore, West Hills Community College District

A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street w Suite 500 w Sacramento, California 95814-2938

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COMMISSION REPORT 02-2
PUBLISHED FEBRUARY 2002

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1 Conclusions and Recommendations

Proposal summary

This report reviews the proposal by the West Hills Community College District to have its Lemoore off-campus center become a full college known as the West Hills College at Lemoore. The district serves a large, sparsely populated area that includes parts of Fresno, Kings, Kern, Monterey, and San Benito counties. The proposed college will enhance the capacity of the West Hills District to serve students in the relatively fast growing far-eastern part of its service area without a negative impact on district enrollments elsewhere.

Specific proposals are as follows:

- Establish a new comprehensive college that will serve approximately 1,700 full time equivalent students (FTES) by 2015.
- Provide greater access to higher educational opportunities for an under-served population of the West Hills District and improve community college attendance rates in the region.

Conclusions

Pursuant to its statutory mandate and its capacity as the State's long-range planning advisor for higher education, the California Postsecondary Education Commission offers the governor and the Legislature the following conclusions on the advisability of the proposed West Hills College at Lemoore.

1. **Enrollment Projections**: The enrollment projections developed by the West Hills District and approved by the Demographic Research Unit of the Department of Finance are adequate to justify the establishment of the new college. Enrollment estimates for the Lemoore campus suggest a robust growth rate through 2015. At the end of this projection period, head-count enrollments at Lemoore are expected to exceed 4,000 students -- four times the number required by the Commission's guidelines.

2. **Alternatives**: Both West Hills and the Community Colleges Chancellor's Office thoroughly considered a wide range of alternative sites in the process of developing the 1991 community colleges' long-rang capital outlay growth plan. The Board of Governors (BOG) designed the off-campus center at Lemoore as the State-approved site for serving the higher educational needs of the Lemoore/Hanford area. The Commission concurred with BOG's findings and recommendations. The Commission, therefore, concludes that the West Hills District should pursue its plan to build the Lemoore campus in its present site.

3. **Serving the disadvantage**: The district proposed a satisfactory array of student services that include: student financial aid, Extended Opportunity Programs and Services (EOPS), counseling, advising, tutoring, and a comprehensive outreach program funded through a grant from the U.S Department of Education that recognizes the district as an Hispanic-serving institution.

4. **Academic planning**: The proposed academic plan reflects the district's vision: "to offer programs and services with increased access for the growing, under-served population in the service area." It is comprehensive and committed to advance such goals as access, quality, intersegmental cooperation, and diversification of students, faculty and staff. Despite the Commission's acceptance of the academic plan for the college, that acceptance should not be interpreted as Commission approval of each particular academic program that the district may seek to implement at the Lemoore campus. The Commission will continue to review all proposals for specific certificate and degree programs under its guidelines for program review codified in its 1981 report, *The Commission's Role in the Review of Degree and Certificate Programs.*

Recommendations

Based on its analysis of the proposal for West Hills College at Lemoore, and pursuant to its responsibilities under Section 66904 of the Education Code, the Commission recommends as follows to the governor and the Legislature:

> The Kings County Center shall be converted to a full-service campus to be know as the West Hills College at Lemoore and that the West Hills College at Lemoore be approved as the second college of the West Hills Community College District.

2 Background to the Proposal

Commission role

The role of the Commission in overseeing the orderly growth of California's public higher education is based on provisions of the State's education code and can be traced to the inception of the State's Master Plan for Higher Education. This document and subsequent legislation contained in the Donahoe Act, assigned to the California Postsecondary Education Commission, and to its predecessor, the Coordination Council for Higher Education, the responsibility for advising the Legislature about the need for new colleges and university campuses and off-campus centers. The Commission's function as a statewide planning and coordinating agency for higher education makes it uniquely qualified to provide independent analysis of the costs and benefits of proposed projects and it has played an important role in ensuring that new campuses develop as viable, high quality institutions.

The Commission has exercised this responsibility on a continual basis since 1974. Recent examples of such reviews include California State University (CSU) San Marcos, CSU Monterey Bay, the University of California at Merced, the new Folsom Lake College in the Los Rios Community College District, CSU Channel Islands, the Tulare Center (CCC) and most recently, the Fontana Center (CCC). While the governor and the Legislature maintain the ultimate authority to fund such new institutions, they have relied on the Commission's recommendations in making such decisions.

Education Code section 66904 expresses the intent of the Legislature that sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission.

This section states:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California Community Colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construction of non-State funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall

be reported to and may be reviewed and commented upon by the Commission.

The Commission's review process

The Commission first adopted policies relating to the review of proposed campuses and educational centers in 1975. The most recent revision is contained in the Commission's publication, *Guidelines for Review of Proposed University Campuses, Community Colleges and Educational Centers* (CPEC, 92-18). These guidelines define the criteria by which Commission staff analyze new campus proposals, focusing particularly on the issues of enrollment demand, geographic location, possible alternatives, and projected costs. Academic planning, service to disadvantaged students, and the effect on other institutions are also part of the Commission's analysis. A copy of the Commission's guidelines is included as Appendix A.

The Commission's review process is organized in two phases. The first involves a "Letter of Intent to Expand" in which a system notifies the Commission of an identified need and intention to expand educational services in a given area. The Letter of Intent provides preliminary information about the need for and scope of the proposed project. This phase of the review process permits the Commission to comment on a proposal and identify issues before the system engages in significant planning and development activities. The Commission's guidelines call for a Letter of Intent to include the following items:

1. A preliminary 10-year enrollment projection;
2. The approximate geographic location of the proposed campus or educational center;
3. The prioritization of the proposed campus or center within the system's long-range plans;
4. A time schedule for development of the new campus;
5. A tentative 10-year capital outlay budget starting on the anticipated date of the first capital outlay appropriation;
6. A copy of the resolution of the governing board authorizing the new campus or educational center; and
7. Maps of the area in which the campus or center is to be located.

The second, and arguably most critical stage of the review process occurs when a system submits a formal analysis of the need for the proposed campus or educational center. A Needs Study must include a long-range enrollment projection for the project and addresses programmatic alternatives, academic planning, needed funding, and the potential impact of the campus on the surrounding community and neighboring institutions. A

complete Needs Study also includes a copy of the final environmental impact report and the academic master plan. Enrollment projections must have the concurrence of the Demographic Research Unit of Department of Finance before the Needs Study can be considered complete.

In reviewing a Needs Study, Commission staff looks for proposals to answer the following questions:

1. Are the enrollment projections sufficient and reasonable?
2. What are the programmatic alternatives?
3. What outreach and support services will be provided to disadvantaged and under-represented groups?
4. Is the academic plan appropriate and justified?
5. What are the capital and operational funding needs?
6. What was the process for site selection and were alternative sites adequately considered?
7. What are the geographic and physical accessibility issues, if any?
8. What is the potential environmental and social impact of the new institution?
9. What, if any, are the anticipated effects on other institutions?
10. What economic efficiencies will be gained by the new institution?

Proposal history

The vision of the West Hills District to expand higher educational opportunities to the diverse and vibrant Kings County communities in the eastern boundary of its service area dates back to 1979 when the district purchased a 12-acre site in the City of Lemoore. Three years later the once vacant lot housed a thriving locally financed outreach center. Known as the Kings County Center and located a few miles west of downtown Lemoore, the outreach center had four classrooms and a portable building for staff and faculty. For a majority of Lemoore area students, the locally available educational opportunities ended the hour-long commute to the Coalinga campus, the other district facility nearest to Lemoore. The Kings County Center soon proved to be a popular destination for many area residents, prompting the district to quickly add additional portable classrooms.

The neighboring district, the Sequoias Community College District, in the early 1980s, also recognized the need for higher educational services in the Kings County section of its service area. The Sequoias District sited a four-classroom outreach center in Hanford, a community 10 minutes west of the West Hills Kings County Center. This close proximity necessitated

the development a coordinated approach to serve the educational needs of the Lemoore/Hanford area.

A strategic educational services strategy for the Lemoore/Hanford area emerged in 1991 with the California Community Colleges Board of Governor's adoption of a long-range capital outlay plan. After much deliberation and public hearings, the Board of Governor's recognized the West Hills District's Kings County Center as the official center that would serve the Lemoore area and nearby Hanford situated in the Sequoias Community College District service area. The Commission concurred with the Board of Governor's and, in 1992, the Kings County Center became eligible to compete for State capital outlay funds. See Appendix B for a copy of the Commission report approving the Kings County Center.

Over the last decade, the population of Lemoore/Hanford area grew rapidly. And enrollments at the Kings County Center steadily increased. Additionally, estimations of future enrollments through 2015 suggest an even more robust grow rate. The looming enrollment demand appeared to cast an uncertain future for the 12-acre site housing the Kings County Center. Without much room to expand the physical capacity of the Kings County Center, the district, secured, in 1998, 100 acres of donated land a few minutes from the original Kings County Center site. This site proved ideal for the developed of a full-service campus for the Lemoore/Hanford communities.

In November 1998, citizens of the West Hills District approved the issuance of a $19 million of General Obligation Bonds. According to the West Hills District, the purpose of the bonds are to partially finance the construction of a new campus at Lemoore, and for the alteration and addition of existing classrooms on the West Hills College campus in Coalinga. In addition, the Governor's Budget for fiscal year 2000-2001 earmarked $18,092 for site development and first phase construction and equipping of the new campus. The estimated total cost of constructing the campus as envisioned by the West Hills District, is approximately $93.9 million.

In March 2000 the West Hills District submitted a Letter of Intent to the Community Colleges Chancellor's Office seeking college status for its existing Kings County Center located in Lemoore. In June 2000, the Chancellor's Office approved the Letter of Intent and notified the Commission of such action. The following September the Commission approved the Letter of Intent and recommended that the West Hills District move forward with a formal needs study. A copy of the Letter of Intent is included in Appendix C.

At that time, however, the Commission noted that "while both the Board of Governors and California Postsecondary Education Commission have recognized the Kings County Center as the official educational center for the Lemoore/Hanford area, we (the Commission) nonetheless encourage

the West Hills Community College District to use a regional perspective in planning this new campus in order to avoid deleterious effects on adjacent districts, including the Sequoias Community College District." Most recently, the Board of Governors approved the formal Needs Study for the conversion of the Kings County Center to a full-service campus in September 2001.

3 Demographic and Geographical Context

THE WEST HILLS DISTRICT sits in the Southern San Joaquin Valley, about a 50-minute drive southwest of Fresno. Its western boundary includes the sparsely populated rugged hills of western San Benito and Monterey Counties. Most of the district's 3,464 square miles, however, encompass southwest Fresno County and eastern Kings County. A portion of northwest Kern County is also part of the West Hills service area.

The community college districts contiguous to West Hills are Merced, State Center, Sequoias, Kern, Hartnell, San Luis Obispo County, and Gavilan. Because of geography and general isolation there is little free flow of students between West Hills and its neighbors except for Sequoias District. Display 3.1 illustrates the location of West Hills in relation to its neighboring districts. Display 3.2 shows the districts major population centers, Coalinga and Lemoore, in relation to Central Valley Community Colleges.

Display 3-1 Map of West Hills District in Relation to Its Neighboring Districts

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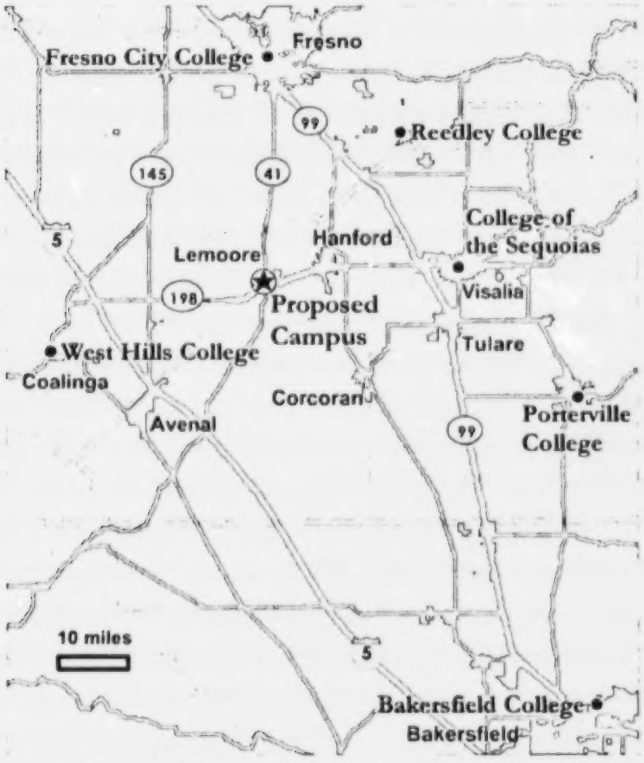
Display 3-2 The Location of the Proposed College of Lemoore in Relation to Neighboring Colleges



Source: California Postsecondary Education Commission.

The West Hills District covers a vast territory with many communities, each with its own distinct character. A brief description of these communities follows:

Coalinga

The discovery of oil in the early 1900s transformed the once sleepy small town of Coalinga into a boomtown. Over time, however, the oil proved too difficult to drill profitable. Coalinga is once a gain a quiet community. It is nevertheless an important population center in the West Hills District. With over 10,000 residents, it is the home to the district's parent campus and includes numerous K-12 schools, and a regional hospital and library.

Firebaugh and Mendota

Firebaugh and Mendota, in the northern part of the service area, are small but diverse communities. Firebaugh residents total 5,975 and Mendota 7,425. Census tract data show that 79.3 percent of the Firebaugh population and 95.8 percent of the Mendota population is His-

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panic. These two communities are best known as important cotton, tomato and cantaloupe producers.

Lemoore

Lemoore is the largest and fastest growing community with a population of 16,550. Its growth is largely due to the Lemoore Naval Air Station (LNAS) a few miles to the west. Since the establishment of the Station in the mid 1960's, the town has grown rapidly and the station has been the major generator of revenue and employment. Officials of the Lemoore Naval Air Station note that, by 2002, the population of the station will increase significantly due to a movement of several wings from other stations scheduled for closure.

Hanford

Hanford is not located within the boundaries of West Hills Community College District but, because of actions by the Board of Governors recognizing the Kings County Center as the official educational center serving the Lemoore/Hanford communities, the area can be included in the service area of the district. Hanford's population is estimated to be 38,350. The growth of the Lemoore Naval Air Station over the next few years will undoubtedly increase the city's population beyond what would normally have been expected.

Rural Kings and Fresno Counties

There are several small population centers within the two counties. However, the very large unincorporated area is sparsely populated and almost all of the arable land is devoted to agriculture. The extensive production of agriculture products in the two counties relies heavily on the labor of migrant workers, many of whom have settled permanently in the area.

Demographics

District enrollment characteristics show a diverse, young student body, with many attending on a part-time basis. Latino students now account for 43% of the district's 4,555 Fall 2000 headcount enrollments while the number of White students declined to 41%. African Americans represent 7% of the student population; American Indians and Asians represent smaller proportions. Fully 59% of the student population is female and one in two students are less than 25 years of age. Daytime students (62%) are twice the number of evening students (31%). Despite the high proportion of daytime students, only 31% of the entire study body enrolled in 12 or more units.

The robust enrollment growth of the last five years is expected to continue into the next 15 years. By using population estimates for Kings and Fresno Counties, the counties responsible for most, if not all, district enrollments, the West Hills District anticipates population increases over

the next decade. Display 3.3 on the next page illustrates the projected 1995-2015 population increases for the district.

Display 3-3 Population of Service Area of West Hills Community College District, 1995-2015

	1995	2000	2005	2010	2015	Percent Increase, 1995-2015
Main Campus						
Coalinga	10,390	12,051	13,220	14,584	18,692	
Huron	6,830	9,562	11,787	13,709	15,878	
Rural	4,800	5,773	6,630	7,343	7,800	
Total	**22,020**	**27,386**	**31,637**	**35,636**	**42,370**	**92.4%**
Lemoore Center						
Avenal	6,261	6,970	7,735	8,500	9,450	
Hanford	41,335	49,290	56,525	63,260	73,230	
Lemoore	16,871	21,540	24,570	27,600	31,650	
Armona	3,355	3,650	3,925	4,200	4,500	
Stratford	833	1,010	1,155	1,300	1,400	
Rural	7,841	7,865	8,285	8,700	9,150	
LNAS	6,961	6,961	10,685	10,685	10,685	
Total	**83,457**	**97,286**	**112,880**	**124,245**	**140,065**	**68.0%**
North Center						
Firebaug	5,932	6,460	6,851	7,392	8,269	
Mendota	9,283	12,571	15,260	17,421	19,379	
San Joaquin	4,277	6,839	8,696	10,552	11,471	
Rural	4,800	5,773	6,630	7,343	7,800	
Total	**20,015**	**31,643**	**37,437**	**42,708**	**46,919**	**134.4%**
District Total	**125,492**	**156,315**	**181,945**	**202,589**	**229,354**	**83.0%**

Source: West Hills Community College District (2000)

The West Hills District expects its service area to grow by more than 80% by 2015. In this same period, the population growth for the communities served by the proposed Lemoore Campus is expected to climb by more than 68%.

Fresno and Kings County are not only growing rapidly, they are also changing demographically. Within the last decade, the Latino population in both counties changed from minority to majority status. According to the latest U.S Census data, Latinos now represent 56% of the population of both Fresno and Kings Counties. This structural change in the area's

demographics suggests that district planners must focus attention and resources in meeting the educational needs of the growing Latino population.

Regional socio-economic indicators

Although the San Joaquin Valley has become one of California's faster growing areas, the region's agricultural economic base is now weakened. Despite the increase in demand for agricultural products grown in the area, several factors and incidences have adversely affected the agriculture industry, causing a severe recession. These included foreign competition, a severe freeze in the winter of 1991, which severely damaged orchards, and seven years of drought that greatly reduced delivery of irrigation water.

Like most agriculture-dependent central valley rural counties, both Fresno and Kings struggle to cope with constant high unemployment rates, marginal earnings, and high poverty rates. While much of the State enjoyed economic prosperity during the technology boon of the mid-to-late 1990s, both Kings and Fresno Counties maintained unemployment rates twice as high as the statewide average. California's average unemployment rate decreased from 7.2% in 1996 to 4.9% in 2000; Kings and Fresno maintained a relatively steady rate varying between 13% and 14%. Display 3.4 illustrates the relative changes in unemployment levels for 1996-2000.

Display 3-4 Unemployment Rates for Fresno and Kings Counties, 1996-2000

Source: Employment Development Department, 2000.

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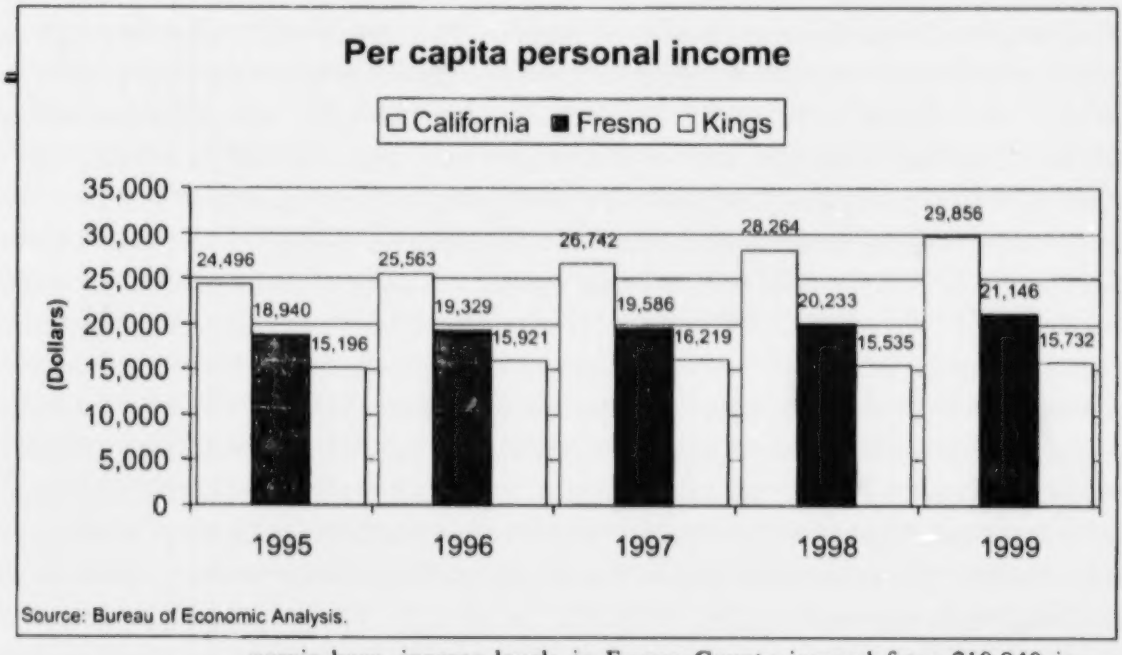
Not surprisingly, income, as measured by per capita personal income, also remained well below the statewide average. California's overall per capita income in 1995 increased from $24, 496 to $29,856 in 1999. In comparison, Kings County showed no appreciable growth. Its 1995 per capita personal income totaled $15,196; by 1999, it marginally increased to $15, 732. Fresno County fared better. Fueled by a more diverse economic base, income levels in Fresno County jumped from $18,940 in 1995 to $21,146 in 1991. Display 3.5 shows per capita income levels for 1995 through 1999 for California and Fresno and Kings counties.

Display 3-5 Per Capita Personal Income for Fresno and Kings Counties, 1995-1999



Source: Bureau of Economic Analysis.

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4 Analysis of the Proposal

Overview of the Commission's guidelines

Pursuant to its statutory responsibility to review proposals for new college or university campuses and educational centers prior to their authorization or acquisition, the Commission has adopted policies relating to the review of new campuses and educational centers. The Commission's current policies may be found in its *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC 92-18), and is included as Appendix A in this report.

The Commission's guidelines serve two important functions. First, they define, for purposes of review, educational centers, colleges, and university campuses. Secondly, they establish the review process and criteria for evaluating the establishment of new postsecondary institutions.

The *Guidelines* define an educational center (California Community Colleges) as an off-campus center that serves a minimum of 500 full-time-equivalent students (FTES). Centers with less than 500 FTES are designated as *outreach operations* and do not require review. Educational centers maintain an on-site administration, typically headed by a dean or director, but not a president, chancellor, or superintendent. Certificates or degrees earned by students attending these centers are conferred by the parent institution.

The *Guidelines* define a college (California Community Colleges) as a full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students (FTES). A college will have its own administration and be headed by a president or a chancellor.

Criterion 1: enrollment projections

The Commission's criteria for enrollment demand requires that enrollment projections be presented in both headcount and full-time-equivalent student (FTES) and must be sufficient to justify the establishment of a new institution. The Demographic Research Unit of the Department of Finance must also approve enrollment projections. For a new community college campus or center, enrollment projections for the district must exceed planned enrollment capacity of existing district colleges and educational centers. Additionally, the system's statewide enrollment projections must exceed the planned enrollment capacity of the system.

The Chancellor's Office Research and Planning Unit, and the West Hills District project strong growth in the adult population and, consequently, in participation rates, enrollment and Weekly Student Contact Hours (WSCH) for the proposed Lemoore College. This robust growth for the

proposed Lemoore College is already evident when comparing enrollments with the parent campus in Coalinga. Last year's enrollments at the Lemoore Center reached 2,734, more than twice the number at Coalinga (1,173). By 2015 it is projected that the Coalinga campus will enroll 1,547 students while the Lemoore campus will enroll 4,252 students. To put it another way, while the Coalinga campus will experience healthy growth during this period, the Lemoore campus will grow to almost three times that number. Overall, the District's total enrollment is estimated to reach 7,016 students by 2015, an increase of 7`7% over the next 15 years according to the Chancellor's Office enrollment projections. Display 4.1 on the following page provides historical and projected enrollment levels for the West Hills District.

In summary, the projections for enrollment, WSCH and FTES all indicate that West Hills Community College District faces a difficult challenge in trying to accommodate the growing number of students in its service area. Specifically, the data indicates that the threshold requirement for College status (1,000 FTES) is satisfied, that actual enrollments already exceed projections, and that long-term growth will be robust.

Criterion 2: programmatic alternatives

The Commission's criteria concerning programmatic alternatives evaluate the extent to which feasible alternatives to a new university campus or educational center have been fully explored. Proposals for new institutions should address (1) the possibility of establishing or continuing to utilize an educational center in lieu of developing a full-service campus (2) the potential for expansion of existing institutions or increasing usage of existing institutions, with expanded evening hours and summer operations; (3) the potential for sharing facilities with other postsecondary institutions; (4) the feasibility of using nontraditional modes of instructional delivery and technology mediated instruction; and (5) the potential for private fund raising or donations of land or facilities for meeting programmatic needs.

Alternatives to establishing a center in Lemoore were thoroughly discussed and debated when the Board of Governors in 1991 approved the community colleges' long-range capital outlay growth plan. While a number of seemingly viable options were considered, the best of those was to establish the Lemoore facility as an official center. According to the Community Colleges Chancellor's Office, all other options involved "unacceptable costs, insurmountable legal difficulties, a reduction in service, or pose a serious threat to the financial viability of the West Hills District."

The West Hills District argues that the center conversion to a full-service campus should proceed because:

Display 4.1 Long-Range Enrollment and WSCH Forecast, 2000

West Hills Community College District
Long Range Enrollment and WSCH Forecast, 2000

Year	Enrollment Actual	WSCH Actual	WSCH % Chg.	WSCH/Enrollment Actual	WSCH/Enrollment Forecast	Enrollment Forecast	WSCH Forecast	WSCH % Chg
1973	1587							
1974	2054	21574		10.50				
1975	2558	23381	8.4%	9.23				
1976	2196	23356	-0.1%	10.64				
1977	2253	23884	2.3%	10.15				
1978	1830	20247	-15.2%	11.06				
1979	2302	21728	7.3%	8.44				
1980	2471	21608	-0.6%	8.74				
1981	2352	20888	-3.3%	8.88				
1982	2152	21624	3.5%	10.05				
1983	2021	18304	-15.4%	9.08				
1984	2243	17918	-2.1%	7.99				
1985	2136	19432	8.4%	9.10				
1986	2470	19853	2.2%	8.04				
1987	2658	21858	10.1%	8.55				
1988	2731	21486	-1.7%	7.87				
1989	2750	24934	16.0%	9.07				
1990	2403	25159	0.9%	10.47				
1991	3224	26021	3.4%	7.95				
1992	3008	24727	-5.0%	8.22				
1993	2917	23484	-5.0%	8.00				
1994	2638	23925	1.9%	9.08				
1995	2477	27260	13.9%	11.00				
1996	3376	35105	28.8%	10.40				
1997	3569	38303	9.1%	10.73				
1998	3730	41143	7.4%	11.03				
1999	3971	47831	16.3%	12.05				
2000					12.05	4213	50748	6.1%
2001					12.06	4347	52358	3.2%
2002					12.05	4523	54507	4.1%
2003					12.05	4708	56710	4.0%
2004					12.05	4899	58999	4.0%
2005					12.06	5084	61239	3.8%
2006					12.05	5268	63458	3.6%
2007					12.05	5457	65726	3.6%
2008					12.05	5837	67902	3.3%
2009					12.06	5827	70184	3.4%
2010					12.05	6024	72561	3.4%
2011					12.05	6228	75020	3.4%
2012					12.05	6423	77365	3.1%
2013					12.05	6620	79737	3.1%
2014					12.05	6821	82182	3.0%
2015					12.05	7016	84511	2.8%

Source: Chancellor's Office, Research and Analysis Unit, December 2000

1. Maintaining the Kings County Center as an off-campus operation makes no sense given that enrollment projects for the Lemoore/Hanford area projected to be three times the size of the existing West Hills College at Coalinga.

2. Expanding the existing facilities at the Coalinga campus serves no useful purpose since the area in need of additional services is in Lemoore – an hour away from Coalinga. An expansion of evening hours and summer operations at the Coalinga campus for purposes of serving the Lemoore and Hanford areas would fail for the same reasons.

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3. West Hills is engaged in private fund raising and other enterprising activities to meet its future programmatic needs at the Lemoore Campus. Examples include:

   - The land upon which it sits has been donated.
   - The City of Lemoore is providing $500,000 for off-site utilities.
   - The site housing the off-campus center in Lemoore is being sold to the local high school district.

Criterion 3: serving the disadvantaged

The Commission's criteria for serving the disadvantaged require that the proposal demonstrate how the new institution will facilitate access for disadvantaged and historically under-represented groups.

As in the Central Valley and California generally, it is likely that by the year 2005, the West Hills District will become a minority-majority area; ethnic minorities will be the numerical majority, with Hispanics being the largest group. This increasingly diverse population is reflected in the current West Hills total enrollment; Latinos now account for 43% of total enrollments. In addition, approximately 8% of the students enrolled in the West Hills District have disabilities requiring specialized equipment and special accommodations. Furthermore, 1990 Census Bureau data for the 14 primary communities within district boundaries demonstrate an inordinate educational "gap":

- 65% of the population is not enrolled in any school;
- Only 17% are high school graduates; and
- Only 4% have earned an associate degree, 3.5% a bachelor's degree, and 1.6% a graduate or professional degree.

In serving historically underrepresented groups, the West Hills District notes that their Student Support Services (SSS) programs are uniquely designed to specifically address the needs of students from the service area, regardless of their family's educational or socioeconomic profile. The program plan and scope of activities give priority to the strengthening of both basic and high-level skills in mathematics, reading, writing, and science. According to the West Hills District, assessment and monitoring of skill levels, grades, activities, financial assistance and follow-up of graduates after transfer or completion of their course of studies are all key factors in the successful operation of this program.

In addition, the West Hills District is considered a Hispanic-serving institution and received a $1.2 million grant from the U.S Department of Education to serve its Latino students. This grant will be utilized to make changes in curriculum and student services in order to better serve underachieving Hispanic and/or low-income students at both West Hills College at Coalinga and the proposed West Hills College at Lemoore. The

district is in the process of preparing an additional Title V proposal and a Talent Search grant proposal specifically designed to identify potential first-generation college students as early as the middle school years and provide support services and educational opportunities that will ensure their success in college.

Other District programs targeting underrepresented students include:

- Expanding course offerings in Lemoore to include ESL that had previously been offered only by the Adult School.

- Augmenting the Extended Opportunities Programs & Services (EOPS) budget to increase the services and staff assigned to West Hills College Lemoore, and continue aggressive outreach activities.

- Partnering with the Tachi Yokut Indian Tribe to provide services such as financial aid, counseling & advising, EOPS, and other services in Tachi Yokut facilities on the Santa Rosa Rancheria. The college is also offering ESL, basic skills, college success and other classes on the Rancheria in collaboration with the Tribal Council. The intent of this partnership is to prepare tribal members for eventual enrollment in degree and certificate programs.

- Expanding the districts and making tutorial programs available to all the middle and high schools in the district, including the schools within the West Hills College Lemoore service-area. The mechanism to provide this ambitious but much-needed service is technology. Specifically, the College offers an interactive web-based program, Academic.com, to all of our schools. Academic.com provides tutorials in a variety of topics including reading, writing, and basic math.

- Partnering with California State University, Fresno (CSUF). Most recently, this partnership expanded to include district participation in the Fresno Collaborative for Excellence in the Preparation of Teachers (FCEPT). CSUF will operate a satellite program on the Lemoore Campus. This program is designed to recruit and prepare minority and underserved students to enter a teacher preparation bachelor's degree program. Coupled with the dual admissions program and the opportunity to complete a bachelor's degree on the Lemoore Campus, FCEPT will greatly enhance the educational opportunities for students to access higher education programs.

- Collaborating with CSU Fresno, in the submission of a grant proposal to the National Science Foundation to fund a teacher preparation program similar to FCEPT but targeting potential mathematics and science teachers.

- Developing occupational training programs designed to prepare displaced farm workers for more viable jobs. As agriculture shifts from primarily production to the inclusion of value-added industries (such

as food processing and transportation), the College is planning new occupational training programs to prepare farm workers for new jobs.

Criterion 4: academic planning and program justification

The Commission requires proposals to describe and justify the programs projected for the new institution. Ideally, proposals provide an academic master plan that includes a general sequence of program and degree level plans. The proposal should include an institutional plan to implement such State goals as access, quality, intersegmental cooperation, and student, faculty, and staff diversity.

The educational master plan for the proposed College at Lemoore is based on the West Hills Community College mission: to offer programs and services with increased access for the growing, under-served population in the service area.

The planned curriculum encompass general education (transfer), associate degree, occupational programs, developmental basic skills, and a full offering of student services including counseling/advising, EOPS, DSPS, financial aid, library/learning resources, MESA, and assessment. The educational master plan provides detailed information on current programs and services, as well as projected new programs and services through 2015. Each area's educational goals, the learning environment needed to meet these goals, the spaces required to provide the learning environment, and the support services required are fully described and are appropriate, given the socio-economic characteristics of the service area. The facilities, staff, support, and technology required for the proposed curriculum are also identified. Tables 4.1, 4.2, 4.3, 4.4, and 4.5 summarize the existing and proposed academic programs for the Lemoore Campus.

Display 4.2: Existing and Proposed Student Support Services

Kings County Center Needs Assessment
Student Services

Programs Currently Offered	Projected Programs 2005 - 2015
Admissions	Admissions
Athletics	Athletics
Bookstore	*Bookstore*
Cafeteria	*Cafeteria*
Counseling/Advising	*Counseling/Advising*
DSPS	*DSPS*
EOPS & CARE	*EOPS & CARE*
Financial Aid	*Financial Aid*
MESA	MESA
One Step Beyond	*One Step Beyond*
Student Activities	*Student Activities*
Student Services	*Student Services*

Complete program offerings are italicized.

Display 4-3: Existing and Proposed Occupational Education Programs

Kings County Center Needs Assessment
Occupational Education

Programs Currently Offered	Projected Programs 2005 - 2015
Administration of Justice	***Administration of Justice***
Agriculture	***Agriculture***
Agriculture Business	***Agriculture Business***
Diesel Technology (Truck Driving)	***Automotive Technology***
Early Childhood Education (ECE)	***Diesel Technology (Truck Driving)***
Emergency Medical Training (EMT)	***Early Childhood Education (ECE)***
Hotel, Restaurant, & Casino	*Emergency Medical Training (EMT)*
Management	***Hotel, Restaurant, & Casino***
General Work Experience	***Management***
Occupational Work Experience	*General Work Experience*
	Occupational Work Experience

*Complete program offerings are italicized and bolded.

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Display 4.4: Existing and Proposed Guidance Studies, Health Education, and Physical Education Programs

Kings County Campus Needs Assessment
Guidance Studies, Health Education, And Physical Education

Programs Currently Offered	Projected Programs 2005 – 2015
Guidance Studies	*Guidance Studies*
Health Education	*Health Education*
Physical Education	***Physical Education***

*Complete program offerings are italicized and bolded.

Table 4.5: Existing and Proposed Business and Computer Information Systems Programs

Kings County Campus Needs Assessment
Business And Computer Information Systems

Programs Currently Offered	Projected Programs 2005 – 2015
****Business Management***	****Business Management***
****Business Administration***	****Business Administration***
****Office Management and Technologies***	****Office Management and Technologies***
****Computer Information Systems (CIS)***	****Computer Information Systems (CIS)***

*Complete program offerings are italicized and bolded.

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Display 4.6: Existing and Proposed Arts and Sciences Programs

Kings County Campus Needs Assessment
Arts & Sciences Division

Programs Currently Offered	Projected Programs 2001 - 2015
Art	***Art***
Biology	***Biology***
Chemistry	***Chemistry***
Education Assistant	***Education Assistant***
English	English
Basic Skills English	Basic Skills English
English As A Second Language	English As A Second Language
Foreign Language	Foreign Language
Geography	***Geography***
Geology	***Geology***
History	History
Humanities	***Humanities***
Interdisciplinary Studies	*Interdisciplinary Studies*
Journalism	Journalism
Liberal Arts	***Math***
Math	***Basic Skills Math***
Basic Skills Math	Music
Music	Non-Credit
Non-Credit	Nutrition
Nutrition	Performing Arts
Performing Arts	***Philosophy***
Philosophy	*Physical Science*
Physical Science	***Physics***
Physics	***Political Science***
Political Science	Psychiatric Technician
Psychology	***Psychology***
Social Science	***Social Science***
Sociology	*Sociology*
Speech	Speech

* Complete program offerings are italicized and bolded.

In addition, the West Hills District is presently in planning stages of developing academic programs that include: casino management, hotel and restaurant management, journalism, automotive technology, and culinary arts. Recently, the Commission approved the district's proposal for a psychiatric technician program.

The West Hills District is also actively establishing partnerships with nearby institutions to cooperatively expand access and opportunities to higher education. These partnerships include:

1. *California State University, Fresno.* Fresno State will occupy space on the new campus offering upper division and some graduate level course work. The goal is to coordinate class scheduling so students can complete their bachelor's degrees entirely on the West Hills Col-

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lege at Lemoore campus. Faculty exchanges are also a part of this partnership. Fresno State will also share electronic library holdings with the new West Hills College at Lemoore library.

A key component of the partnership with California State University, Fresno is a proposed dual admissions program. This program would allow students to be dually enrolled at CSU Fresno and the West Hills District while completing their lower division work at West Hills. Potential benefits of the program include:

- One application for admission;
- One financial aid application;
- Enroll in both West Hills College and California State University, Fresno courses;
- Guaranteed, seamless transfer; and
- Access to Fresno State University advisors, library services, and e-mail services.

2. *Lemoore Elementary School District.* In conjunction with CSU Fresno State, a charter elementary school will be built on the West Hills College at Lemoore property. This school will provide laboratory and hands-on experience for students pursuing a career as a paraprofessional or an elementary teacher and will be used by West Hills College and California State University, Fresno.

3. *Kings County Library.* Discussions are taking place to relocate the Lemoore branch of the Kings County Library to the new Library/Learning Resources Center being built at the new campus.

4. *Department of Mental Health.* The need for psychiatric technicians has reached a critical level throughout California; and with the new mental health hospital being built in the West Hills District, the need for a locally trained workforce is significant. In partnership with the Department of Mental Health, West Hills College at Lemoore will open a psychiatric technician program Fall 2001, followed by a nursing program Fall 2002. The psych-tech program approval was submitted to the chancellor's office in December of 2000 and the program approval for the nursing program is currently being developed.

Criterion 5: consideration of needed funding

The Commission required the Needs Study to include a cost analysis of both capital outlay needs and projected support costs for the new institution. Possible options for alternative funding sources must be provided.

Three important events have occurred that demonstrate the West Hills District commitment to secure alternative funding sources to finance its Lemoore Campus. These are summarized below.

1. In the fall of 1996, a local landowner/farmer agreed to progressively donate 100 acres of property for a new campus site as needed and upon annexation by the City of Lemoore. This donation agreement saved the State over $1.2 million in site acquisition expense.

2. In November 1998 the citizens of West Hills approved the issuance of $19 million of General Obligation Bonds. The purpose of the bonds is to partially finance the construction of the proposed Lemoore College, and to remodel the existing classrooms on the West Hills College campuses in Coalinga and Firebaugh. The Governor's Budget for the fiscal year 2000-2001 had earmarked an additional $18,092,000 for site development, first phase construction and equipment for the West Hills College at Lemoore.

3. More recently, the City of Lemoore committed $500,000 for off-site improvements.

The first phase of permanent facilities is being constructed and scheduled to be completed in January 2002 in time for the Spring 2002 semester. This 45,460 assignable square feet (ASF) phase (38,068 ASF was funded by the state and 7,392 ASF was funded locally) included 8,884 ASF in lecture, 10,024 ASF in laboratory, 9,863 ASF in library, and 7,081 ASF in office, 3,993 ASF in AV/TV, and 5,615 ASF in other spaces.

Future capital outlay projects requesting state funding include a Phase II facilities with approximately 25,000 ASF of predominately laboratory/lecture spaces with emphasis in automotive, carpentry, welding and machine laboratories; a child development facility; a multi-use sports complex with an all purpose gymnasium that includes locker facilities and a fitness center, and outdoor facilities for field sports. These facilities, including site development and equipment, are presently estimated at $24,644 million.

Phase II Facilities	$10,488,000
Child Development Facility	3,494,000
Multi-Use Sports Complex	10,662,000
Total	**$24,644,000**

The district has submitted 2004-05 Final Project Proposals for Phase II Facilities and the Child Development Facility and a 2005-06 initial project proposal for the Multi-Use Sports Complex requesting state funding. The ability to fund these proposals depends on the amount of a future capital outlay bond, district contribution and the site's continued eligibility. An additional $4 million in local funds is earmarked for a campus center and physical education building.

The current Kings County Center site, which cannot support the expansion to provide services to a growing population, will be decommissioned

and sold the local high school district as an extended elementary school/district office. The revenue from this sale will be used to provide supplemental funding for the new campus. The land, permanent and temporary buildings, and equipment are valued at approximately $1.5 million.

In general, the district's proposal to convert the Kings County Center to a college appears financially viable. However, the district must exercise caution and constraint as it expends its academic and administrative staff to conform to the added requirements of college status. According to the Chancellor's Office, West Hills, in 1999/2000 fiscal year, barely complied with the 50 Percent Law – a State law requiring districts to spend at least 50% of its annual operational budget on salaries of classroom instructors. With classroom instructor salaries representing only 50.11% of its operating budget, the district leaves a narrow margin of error and a narrow margin for flexibility in establishing a new campus.

However, the district, in the last fiscal year, reported an ending balance of 12.12% of total General Fund expenditures. This figure is well above the five percent requirement suggested in the Community Colleges Title V regulations. The West Hills Board of Trustees, in an effort to better ensure the financial viability of the district, recently adopted a resolution increasing the district's state-imposed three percent general fund reserve to 5%. The Board also expanded the district's ability to generate new revenues by authorizing the sell of Certificates of Participation (COP) valued at $20.0 million. This additional revenue source would be used to mitigate the district's costs associated with development and operation of the proposed Lemoore College. Display 4.7 provides a 10-year capital outlay schedule. The district's operational costs for 2001-02 and 2002-03 are provided on display 4.8. Display 4.7 provides a 10-year project time schedule and capital outlay schedule for development of the new campus. Display 4.8 details the operational costs for the Lemoore College through 2002-03.

Criterion 6: consideration of alternative sites

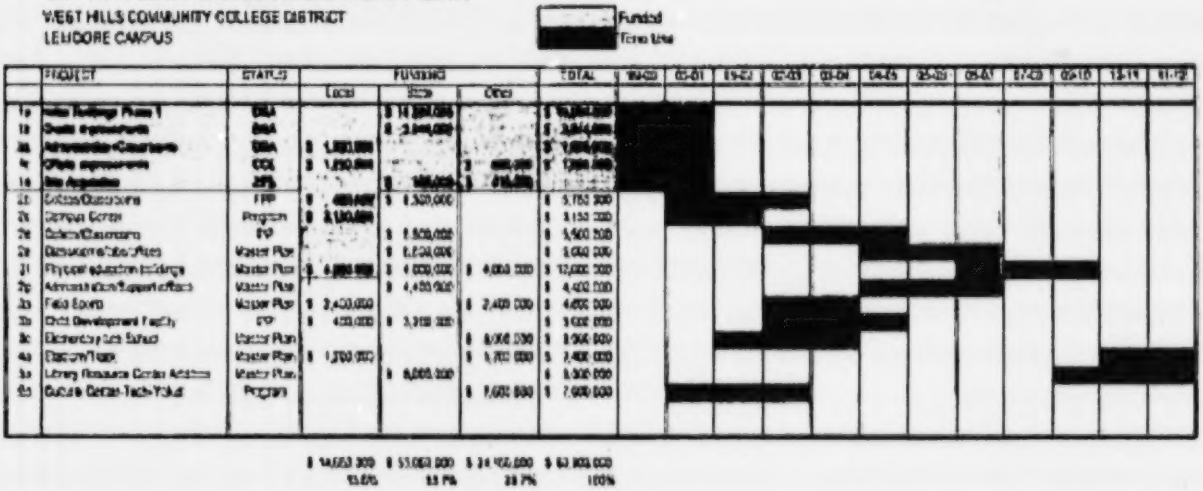
The Commission required that proposals for new institutions include a cost-benefit analysis of alternative sites, including a comprehensive analysis of the advantages and disadvantages of alternative sites

A cost-benefit analysis of alternative sites, including a comprehensive analysis of their advantages and disadvantages, is not required in this instance. Such analysis took place several years ago prior to acquisition and in the context of a proposal to move its already State-approved center to its present location.

Display 4.7 Ten-Year Capital Outlay Schedule

D. 10-YEAR CONSTRUCTION PLAN

WEST HILLS COMMUNITY COLLEGE DISTRICT
LEMOORE CAMPUS



Display 4.8 Projected Operational Costs for West Hills College at Lemoore

ITEMS	ACTUAL 2001-02	BUDGET 2002-03
Admin/Coord. Salaries	$129,944	$378,459
Instructional Salaries:		
Full Time	$1,425,020	$1,582,071
Part Time	$627,623	$679,282
Counselors/Librarian Salaries	$153,644	$158,585
Classified Salaries	$742,000	$1,264,191
Employee Benefits	$598,526	$794,804
Total Salaries & Benefits	**$3,676,757**	**$4,857,392**
Supplies & Materials	$81,594	$268,452
Other Operational Expenses	$911,301	$950,395
Capital Outlay $91,331	$66,496	
Other Payments to Students	$30,682	$69,750
Total Estimated Expenditures	**$4,766,850**	**$6,237,320**

Source: West Hills District, 2002

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Criterion 7: geographic and physical accessibility

The Commission's criteria concerning geographic and physical accessibility is intended to ensure that students will have adequate access to the campus and that planners have identified and adequately addressed transportation issues related to the location of the new institution. To this end, the Commission requires each Needs Study to describe the physical, social, and geographic characteristics of the location and the surrounding service area, and include a plan for student, faculty, and staff transportation to the proposed location. Reasonable commuting times (30-45 minutes) for the majority of residents of the service area must be demonstrated. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate.

The site of the proposed Lemoore College is easily accessible from Highways 41 and 198, the two major State highways serving the Lemoore/Hanford area. This convenient access to the area's two principle transportation corridors along with its proximity to downtown Lemoore allows most students to reach the Lemoore Campus within reasonable commute times. Recognizing that potential students may not access higher education opportunities as a result of limited transportation choices, the West Hills District is also negotiating with regional transportation planners public transit services to the Lemoore Campus.

Criterion 8: environmental and social impact

The Commission requires that proposals for new institutions include a copy of the final environmental impact report. These reports enable the Commission to gauge the externalities that are expected to arise from the proposed institution and identify potential issues that may impact the development of the campus.

Environmental reviews of the site have previously been conducted in the context of acquiring the site several years ago. Potential environmental issues as discovered, were mitigated prior to commencement of first-phase construction.

Criterion 9: effects on other institutions

The Commission requires evidence that other systems, neighboring institutions, and the community in which the new institution is to be located have been consulted during the planning process. Letters of support from these and other appropriate entities should demonstrate strong local, regional support for the proposed institution and a statewide interest in the proposed institution. Further, the impact on existing and projected enrollments at neighboring institutions must be evaluated.

Community College District contiguous to the West Hills District includes Merced, State Center, Sequoias, Kern, Hartnell, and Gavilan. Distances from their colleges to the Kings County Center are well beyond a reasonable commute.

The West Hills District states that none of the above noted districts suffered enrollment losses as a result of the Kings County Center, nor are

they likely to in the future should College status for Kings County Center be achieved. The same is true for the more distant Porterville College and the Delano Center, over an hour away. West Hills College in Coalinga is also unlikely to suffer enrollment losses since the distance from one campus to the other is 39 miles (one hour).

California State University, Fresno with whom the Kings County Center has a collaborative agreement regarding transfer is 33 miles away. The distance from Kings County Center to Fresno City College is about the same.

College of the Sequoias (COS), while marginally within a reasonable commute distance 30 miles/43 minutes) is at capacity. However, COS has, for many years offered courses in Hanford – currently in rented facilities that were previously used as a private health and recreation club. That facility is 10 miles from the Lemoore Center. Display 4.9 lists the neighboring institutions and driving times from the proposed Lemoore College.

Display 4.9 Distances from Neighboring Colleges

West Hills College (Coalinga)	1 hour, 3 minutes	38.8 miles
Hartnell College (Salinas)	3 hours, 34 minutes	143.9 miles
Gavilan College (Gilroy)	2 hours, 59 minutes	137.2 miles
Merced College (Merced)	1 hour, 59 minutes	87.2 miles
College of the Sequoias (Visalia)	43 minutes	30.2 miles
CSU Fresno	53 minutes	33.8 miles
Porterville College (Porterville)	1 hour, 26 minutes	62.1 miles

All of the districts that are contiguous to West Hills, support the proposed change. Letters of support from these institutions, along with similar letters from local community leaders, and educational institutions, and government officials from Lemoore and Hanford, are contained in the district's application for college status. A list of the letters of support is contained in Appendix D.

Criterion 10: economic efficiency

The Commission's criteria concerning economic efficiency gives priority to proposals in which the State is partially or fully relieved of its financial obligation for capital or support costs. Likewise, the Commission gives high priority to projects involving intersegmental cooperation, provided financial savings result from the cooperative effort.

The reliance on multiple funding sources for phase I of the Campus development make this proposal a model for economic efficiency. West Hills reports that approximately $14.6 million in local General Obligations funds are budgeted for the phase one construction of administrative office space, classrooms, science laboratories, and a physical education building. In addition, the City of Lemoore committed $500,000 for offsite development. Budgeted State capital outlay funds for phase one total $19.0 million. When factoring the cost savings resulting from the dona-

tion of land and the funding level coming from non-state sources, it is clear that this proposal achieves significant economic efficiencies.

Appendix A

GUIDELINES FOR REVIEW OF PROPOSED UNIVERSITY CAMPUSES, COMMUNITY COLLEGES, AND EDUCATIONAL CENTERS

A Revision of the Commission's 1990 "Guidelines for Review of Proposed Campuses and Off-Campus Centers"

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Introduction

Commission responsibilities and authority regarding new campuses and centers

Section 66904 of the California Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California community colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission Acquisition or construction of non-State-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission adopted policies relating to the review of new campuses and centers in April 1975 and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies "

In 1990, the Commission approved a substantive revision of what by then was called *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (reproduced in Appendix A on pages 11-15) Through that revision, the Commission sought to incorporate a statewide planning agenda into the quasi-regulatory function the guidelines have always represented, and the result was a greater systemwide attention to statewide perspectives than had previously been in evidence These new guidelines called for a statewide plan from each of the systems, then a "Letter of Intent" that identified a system's plans to create one or more new institutions, and finally, a formal needs study for the proposed new institution that would provide certain prescribed data elements and satisfy specific criteria At each stage of this process, the Commission would be able to comment either positively or negatively, thereby ensuring that planning for a new campus or center would not proceed to a point where it could not be reversed should the evidence indicate the necessity for a reversal

This three-stage review concept -- statewide plan, preliminary review, then final review -- appears to be fundamentally sound, but some clarifications of the 1990 document have nevertheless become essential, for several reasons

- In those *Guidelines*, the Commission stated only briefly its requirements for a statewide plan and for letters of intent These requirements warrant greater clarification, particularly regarding the need for inter-system cooperation, to assist the systems and community college districts in the development of proposals
- The 1990 *Guidelines* assumed that a single set of procedures could be applied to all three public systems In practice, this assumption was overly optimistic, and this 1992 revision more specifi-

cally recognizes the major functional differences among the three systems

- The procedures for developing enrollment projections need to be altered to account for the curtailment of activities created by the severe staffing reductions at the Demographic Research Unit of the Department of Finance, which have eliminated its ability to make special projections for community college districts and reduced its capacity to project graduate enrollments
- The unprecedented number of proposals emanating from the community colleges, as well as the staff reductions experienced by the Commission, require a streamlining of the approval process Consequently, certain timelines have been shortened, and all have been clarified as to the duration of review at each stage of the process
- Over the years, the distinctions among several terms, such as "college," "center," and "institution," have become unclear

By 1992, experience with the 1990 procedures suggested that they needed revision in order to overcome these problemas and accommodate the changed planning environment in California, particularly related to California's diminished financial resources and growing college-age population

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers

1 It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign countries

2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education

3 The University of California plans and develops its campuses and off-campus centers on the basis of statewide need

4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.

5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs

6 Planned enrollment capacities are established for and observed by all campuses of public postsecondary education These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal organization Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges) the Trustees of the California State University, and the Regents of the University of California

Definitions

For the purposes of these guidelines, the following definitions shall apply

Outreach Operation (all systems)· An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student

population of less than 500 full-time-equivalent students (FTES) at a single location

Educational Center (California Community Colleges). An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution

Educational Center (The California State University) An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president), and offer certificates or degrees to be conferred by the parent institution Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State capital outlay funding is used for construction, renovation, or equipment.

Educational Center (University of California) An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a chancellor), and offer certificates or degrees to be conferred by the parent institution Organized Research Units (ORUs) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers unless State capital outlay funding is used for construction, renovation, or equipment.

College (California Community Colleges) A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor

University Campus (University of California and The California State University). A separately accredited, degree-granting institution offering programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees, university campuses enroll a minimum of 1,000 full-time-equivalent students. A university campus will have its own administration and be headed by a president or chancellor

Institution (all three systems): As used in these guidelines, "institution" refers to an educational center, a college, or a university campus, but not to an outreach operation

Projects subject to Commission review

New institutions (educational centers, campuses, and colleges) are subject to review, while outreach operations are not The Commission may, however, review and comment on other projects consistent with its overall State planning and coordination role

Stages in the review process

Three stages of systemwide responsibility are involved in the process by which the Commission reviews proposals for new institutions. (1) the formulation of a long-range plan by each of the three public systems; (2) the submission of a "Letter of Intent to Expand" by the systemwide governing board, and (3) the submission of a "Needs Study" by the systemwide governing board Each of these stages is discussed below

1 *The systemwide long-range plan*

Plans for new institutions should be made by the

Regents, the Trustees, and the Board of Governors only after the adoption of a systemwide plan that addresses total statewide long-range growth needs, including the capacity of existing institutions to accommodate those needs. Each governing board should submit its statewide plan to the Commission for review and comment (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) before proceeding with plans for the acquisition or construction of new institutions Each system must update its systemwide long-range plan every five years and submit it to the Commission for review and comment

Each systemwide long-range plan should include the following elements·

- For all three public systems, a 15-year undergraduate enrollment projection for the system, presented in terms of both headcount and full-time-equivalent students (FTES) Such projections shall include a full explanation of all assumptions underlying them, consider the annual projections developed by the Demographic Research Unit of the Department of Finance, and explain any significant departures from those projections
- For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection
- Each of the three public systems should provide evidence within the long-range plan of cooperative planning with California's other public systems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with the planning efforts of the other public systems and with any independent colleges and universities in the area The physical capacities of existing independent colleges and universities should be considered If disagreements exist among the systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the long-range plan should clearly state the nature of those disagreements
- For all three public systems, the physical and planned enrollment capacity of each institution within the system Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects Planned enrollment capacity shall be the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.
- For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- educational centers, community colleges, and university campuses, the approximate capacity of those institutions at opening and after five and ten years of operation, the geographic area in which each institution is to be located (region of the State for the University of California, county or city for the California State University, and district for community colleges), and whether a center is proposed to be converted into a community college or university campus within the 15-year period specified
- A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the fifteen-year period (e g opening enrollment of 2,000 FTES; 5,000 FTES five years later, etc), together with a statement of the assumptions used to develop the cost projection
- A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth, and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to develop the cost projection, and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget.

2 *The "Letter of Intent to Expand"*

New university campuses No less than five years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand " This letter should contain the following information

- A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The geographic location of the new university campus (region of the State for the University of California and county or city for the California State University)
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- A time schedule for development of the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the governing board authorizing the new university campus
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations

Conversion by the University of California or the California State University of an existing educational center to a university campus No less than three years prior to the time it expects to enroll lower division students for the first time, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information.

- The complete enrollment history (headcount and full-time-equivalent students) or the previous ten years history (whichever is less) of the educational center. A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- If the statewide plan envisions the construction or acquisition of other new institution(s), the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus
- A copy of the resolution by the governing board authorizing conversion of the educational center to a university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

New educational centers of the University of California and the California State University No less than two years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

- The location of the new educational center in terms as specific as possible An area not exceeding a few square miles in size should be identified.
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reasons for prioritizing the proposed educational center ahead of other new institutions should be specified.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- A copy of the resolution by the governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

New California Community Colleges No less than 36 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- A preliminary ten-year enrollment projection for the new college (from the college's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- The location of the new college in terms as specific as possible, usually not exceeding a few square miles
- A copy of the district's most recent five-year capital construction plan
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new colleges in terms of three five-year intervals (near term, mid term, and long term) Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new college, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- A copy of the resolution by the Board of Governors authorizing the new college
- Maps of the area in which the proposed new college is to be located, indicating population densities, topography, and road and highway configurations.

New California Community College educational centers No less than 18 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand " This letter should contain the following information

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- The location of the new educational center in terms as specific as possible, usually not exceeding a few square miles

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- A copy of the district's most recent five-year capital construction plan
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new centers in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the Board of Governors authorizing the new educational center
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations

3 *Commission response to the "Letter of Intent to Expand"*

Once the "Letter of Intent to Expand" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new institution If the plans appear to be reasonable, the Commission's executive director will advise the systemwide chief executive officer to move forward with site acquisition or further development plans The Executive Director may in this process raise concerns about defects in the Letter of Intent to Expand that need to be addressed in the planning process If the Executive Director is unable to advise the chief executive officer to move forward with the expansion plan, he or she shall so state to the chief executive officer prior to notifying the Department of Finance and the Legislature of the basis for the negative recommendation. The Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the Letter of Intent to Expand to the Commission.

4 *Development of the "needs study"*

Following the Executive Director's preliminary recommendation to move forward, the systemwide central offices shall proceed with the final process of identifying potential sites for the new institution. If property for the new institution is already owned by the system, alternative sites must be identified and considered in the manner required by the California Environmental Quality Act So as to avoid redundancy in the preparation of information, all materials germane to the environmental impact report process shall be made available to the Commission at the same time that they are made available to the designated responsible agencies

Upon approval of the environmental impact report by the lead agency, the systemwide central office shall forward the final environmental impact report for the site as well as the final needs study for the new institution to the Commission The needs study must respond fully to each of the criteria outlined below, which collectively will constitute the basis on which the proposal for the new institution will be evaluated. The needs study shall be complete only upon receipt of the environmental impact report, the academic master plan, the special enrollment projection approved by the Demographic Research Unit, and complete responses to each of the criteria listed below

5 *Commission action*

Once the Commission has received the completed needs study, the Executive Director shall certify the completeness of that Needs Study to the systemwide chief executive officer The Commission shall take final action on any proposal for a new institution according to the following schedule

New university campus
- University of California One Year
- The California State University One Year

New college
- California Community Colleges Six Months

New Educational Center
- University of California Six Months
- The California State University Six Months

California Community Colleges · Four Months

Once the Commission has taken action on the proposal, the Executive Director will notify the appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst

Criteria for evaluating proposals

As stated in Sections 66903[2a] and 66903[5] of the Education Code, the Commission's responsibility is to determine "the need for and location of new institutions and campuses of public higher education." The criteria below follow that categorization:

Criteria related to need

1 *Enrollment projections*

1 1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections Community College projections shall be developed pursuant to the Unit's instructions, included as Appendix B of these guidelines on pages 17-34

Undergraduate enrollment projections for new institutions of the University of California and the California State University shall be presented in terms of headcount and full-time-equivalent students (FTES). Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students, Weekly Student Contact Hours (WSCH), and WSCH per headcount student.

Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided

1 2 For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing systemwide needs for both support and capital outlay funding

1 3 For a new University of California educational center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new educational center must be demonstrated In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding

1 4 For a new California State University campus, statewide enrollment projected for the State

University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated In order for compelling regional needs to be demonstrated, the system must specify why these regional needs deserve priority attention over competing needs in other sectors of the State University system for both support and capital outlay funding

1 5 For a new California State University educational center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the State University system, compelling statewide or regional needs for the establishment of the new educational center must be demonstrated In order for compelling statewide or regional needs to be established, the State University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding

1 6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process

2 *Programmatic alternatives*

2 1 Proposals for new institutions should address at least the following alternatives (1) the possibility of establishing an educational center instead of a university campus or community college, (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months, (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions, (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction, and (6) private fund raising or donations of land or facilities for the proposed new institution

3 *Serving the disadvantaged*

3 1 The new institution must facilitate access for disadvantaged and historically underrepresented groups

4 *Academic planning and program justification*

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access, quality; intersegmental cooperation, and diversification of students, faculty, administration, and staff for the new institution, must be provided

5 *Consideration of needed funding*

5 1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided

Criteria related to location

6 *Consideration of alternative sites*

6 1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites

7. *Geographic and physical accessibility*

7 1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included

7 2 There must be a plan for student, faculty, and staff transportation to the proposed location Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students -- defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area -- must be demonstrated

8 *Environmental and social impact*

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public

9. *Effects on other institutions*

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals

9 2 The establishment of a new University of California or California State University campus or educational center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other systems

9 3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new college or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs

Other considerations

10 *Economic efficiency*

10 1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10 2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

Guidelines for Review of Proposed Campuses and Off-Campus Centers (1990 Edition)

Introduction

Commission responsibilities and authority regarding new campuses and centers

California *Education Code* Section 66904 expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission.

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission
>
> It is further the of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the commission Acquisition or construction of non-state-funded community colleges, branches and off- campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission in April 1975 adopted policies relating to the review of new campuses and centers and revised those policies in September 1978 and September 1982 Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies "

Reasons for the current revisions

By 1988, experience with the existing procedures suggested that they needed revision in order to accommodate the changed planning environment in California, particularly related to California's Environmental Quality Act and the environmental impact report (EIR) process, as well as to accommodate various provisions of the recently renewed Master Plan for Higher Education In addition, California's postsecondary enrollment demand continues to increase, and as the public segments move forward with their long-range facilities plans, the time is particularly ripe for revising the existing guidelines. This revision is intended to (1) ensure that the public segments grow in an orderly and efficient manner and that they meet the State's policy objectives for postsecondary education under the Master Plan, (2) ensure proper and timely review by the State of segmental plans based on clearly stated criteria, and (3) assist the segments in determining the procedures that need to be followed to prepare and implement their expansion plans

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers.

1 It will continue to be State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool

of students eligible according to Master Plan eligibility guidelines Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign counties

2 The differentiation of function between the segments with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education

3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need

4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations

5 The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs

6 Planned enrollment capacities are established for and observed by all campuses of public postsecondary education These capacities are determined on the basis of statewide and institutional economies, community and campus environment, limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California These capacities, as well as the statewide procedures for setting these capacities, are subject to review and recommendation by the Commission provided in California *Education Code* Section 66903

Projects subject to Commission review

The following types of projects are subject to review new campuses and permanent off-campus centers, major off-campus centers in leased facilities, and conversion of off-campus centers to full-service campuses The Commission may also review and comment on other projects consistent with its overall State planning and coordination role

Schedule for the review of new projects

The following timelines are meant to allow a reasonable amount of time for Commission review of plans at appropriate stages in the process The Commission can accelerate its review of the process if it so chooses

Unless otherwise specified, all three public postsecondary segments should endeavor to observe these timelines when proposing construction of a major new project subject to Commission review under these guidelines

1 Plans for new campuses and permanent off-campus centers should be made by the segmental governing boards following their adoption of a systemwide planning framework designed to address total statewide segmental long-range growth needs, including the capacity of existing campuses and centers to accommodate those needs, and the development of new campuses and centers This planning framework should be submitted to the Commission for review and comment before proceeding with plans for location and construction of new campuses

2 Segments are requested to defer the selection of specific sites for new campuses or permanent off-campus centers until such time as they have informed the Commission of their general plans for expansion and received a recommendation from the Commission to proceed with further expansion activity. No later than one year prior to the date the segment expects to forward a final proposal for a new campus or center to the Commission, or 18 months prior to the time when it hopes

the Commission will forward its final recommendation about the facility to the Governor and Legislature, it is requested to transmit a letter of intent to expand to the Commission The letter of intent should include, at minimum, the following information for the new campus (1) preliminary projections of enrollment demand by age of student and level of instruction, (2) its general location, and (3) the basis on which the segment has determined that expansion in this area at this time is a systemwide priority in contrast to other potential segmental priorities Other information that may be available that will be required at the time of the final needs study (see below, item 1-4) may also be submitted at this time

3 Once the "letter of intent" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new campus This review will be done in consultation with staff from the Demographic Research Unit in the State Department of Finance, which is the agency statutorily responsible for demographic research and population projections. If the plans appear to be reasonable, the Commission will recommend that the segments move forward with their site acquisition or further development plans The Commission may in this process raise concerns with the segments about defects in the plans that need to be addressed in the planning process If the Commission is unable to recommend approval of moving forward with the expansion plans, it shall so state to the segmental governing board prior to notifying the Department of Finance and the Legislature of its analysis and the basis for its negative recommendation The Commission shall consider the preliminary plan no later than 60 days following its submission to the Commission

4 Following the Commission's preliminary recommendation to move forward, the segments are requested to proceed with the final process of identifying potential sites for the campus or permanent off-campus center. If property appropriate for the campus or center is already owned by the segment, alternative sites to that must be identified and considered in the manner required by the California Environmental Quality Act So as to avoid redundancy in preparation of information, all materials that are germane to the environmental impact report process shall be made available to the Commission at the same time that it is made available to the designated responsible agencies

5 Upon completion of the environmental review process and no more than six months prior to the time of expected final Commission approval of the proposed new campus, the segment shall forward the final environmental impact report for the site as well as the final needs study report for the campus or center to the Commission The needs study report should address each of the criteria outlined below on which the proposal for the campus or center will be evaluated

6 Once the Commission has received from the segment all materials necessary for evaluating the proposal, it shall certify the completeness of the application to the segment. The Commission shall take final action on proposals during the next six months. In reviewing the proposal, the Commission will seek approval of the enrollment projections by the Demographic Research Unit, unless the justification for expansion is primarily unrelated to meeting access demands Once the Commission has taken action on the proposal, it will so notify both the Department of Finance and the Office of the Legislative Analyst.

Criteria for evaluating proposals

1 *Enrollment projections*

1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided When an existing off-campus center is proposed to be converted to a new campus, all previous enrollment experience must also be provided

As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide and district enrollment projections, as well as projections for specific

proposals The Demographic Research Unit will prepare enrollment projections for all Community College proposals, and either the Demographic Research Unit population projections or K-12 enrollment estimates must be used as the basis for generating enrollment projections in any needs study prepared by the University of California or the California State University For the two University segments, the Commission will request the Demographic Research Unit to review and approve demographically-driven enrollment projections prior to Commission consideration of the final proposal, unless the campus or permanent center is justified on academic, policy, or other criteria that do not relate strictly to enrollment demand.

For graduate/professional student enrollment estimates, the specific methodology and/or rationale generating the estimates, an analysis of supply of and demand for graduate education, and the need for new graduate and professional degrees, must be provided

1.2 Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses as defined in their long-range development plans If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated

1 3 Statewide enrollment projected for the California State University system should exceed the planned enrollment capacity of existing State University campuses as defined by their enrollment ceilings If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over competing segmental priorities

1 4 Enrollment projected for a community college district should exceed the planned enrollment capacity of existing district campuses If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.

1 5 Enrollments projected for community college campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a community college district established by legislation (1,000 units of average daily attendance [ADA] two years after opening)

2. *Alternatives to new campuses or off-campus centers*

2 1 Proposals for a new campus or off-campus center should address alternatives to establishment of new institutions, including (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses, (3) the increased utilization of existing campuses, such as year-round operation, (4) the increased use of existing facilities and programs in other postsecondary education segments, and (5) the use of nontraditional modes of instructional delivery, such as telecommunication and distance learning

2 2 A cost-benefit analysis of alternatives, including alternative sites for the campus or center must be articulated and documented.

3. *Serving the disadvantaged*

The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged

4. *Geographic and physical accessibility*

The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included There must be a plan for student, faculty, and staff transportation to the proposed location Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included as appropriate For locations which do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated

5 *Environmental and social impact*

The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public

6 *Effects on other institutions*

6.1 Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.

6 2 The establishment of a new University of California or California State University campus or center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other segments

6 3 The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs

7 *Academic planning and program justification*

The programs projected for the new campus must be described and justified An academic master plan, including general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided The proposal must include plans to provide an equitable learning environment for the recruitment, retention and success of historically underrepresented students.

8 *Consideration of needed funding*

A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided

GUIDE FOR COMMUNITY COLLEGE DISTRICTS

PROJECTION OF ENROLLMENT AND ANNUAL AVERAGE WEEKLY STUDENT CONTACT HOURS FOR NEW COLLEGES AND EDUCATIONAL CENTERS

Under California Postsecondary Education Commission (CPEC) guidelines community college districts must provide enrollment projections for new colleges and educational centers. If state funding is required for a new institution the enrollment projections must be approved by the Demographic Research Unit (DRU), Department of Finance (DOF)

Districts may submit enrollment projections between September and January Review will take place between October and February with a minimum of four weeks for review. If more enrollment projections are submitted than can be reviewed by DRU staff in the time available, projections will be prioritized by the California Community Colleges Chancellor's Office, Facilities Planning Unit for DRU review

DRU staff are available on a limited basis to meet with districts during the development of a projection on issues such as data, projection methodology, and assumptions to assure conformity with the guidelines

A projection for a new institution must include the following data with all assumptions articulated and supported by documentation before DOF will approve the projection

Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701
(916) 322-4651

DATA

1. Site description

2. Opening date and description of the proposed curriculum as it is expected to develop over the projection period

   This section must also address associated changes that can be expected in the ratios of full-time to part-time students, credit to noncredit students, day to evening students, and older to younger students. Also include a discussion of the impact of the proposed development on the programs currently in place in the district and on all neighboring colleges

3 Population projections

   Population projections from the local council of governments or county planning agency for (a) the county, (b) the district, and (c) the service area of the new institution, or for the geographic areas that best approximate those boundaries (for example, ZIP codes or census tracts) must be provided.

   The district must document the source of the projections, including the date of their release and the levels of detail for which they are available (geographic detail, time intervals, and age/gender detail)

   State Administrative Manual Sections 1101 and 1103 require that the population forecasts used in planning not exceed Department of Finance projections on a regional basis If the population projections used by the district exceed the Department of Finance projections, they must be made consistent.

   Although not required, it is recommended that the projections be controlled upward to the most recent Department of Finance population projections at the county level, if local population forecasts are below DOF

   If the local planning agencies and the local council of governments have no subcounty-level population projections, a letter from those agencies confirming that fact is required. In that case, the most recent Department of Finance county population projections may be used in combination with 1990 Census data by census tract to determine the proportion of the county population within the service area and within the district.

   Population age 18 through 64 is to be used as the base for calculating participation rates and for projecting community college enrollment. It may be preferable to use greater detail by gender, ethnicity, and age (ages groups 18-24, 25-34, 35-64), if the population of the service area differs in composition from the remainder of the district's population

4. Service area and maps

The district must identify the primary service area of the new institution and provide a map showing the district and the service area borders in terms of the geographic boundaries used in the population projections (e.g., if the population projections are available by ZIP code, the district must define the service area in terms of ZIP codes and provide a ZIP code map of the district).

The service area must be justified by documented attendance patterns evident in the district's enrollment data and within a reasonable commute time. Population outside of the district's boundaries may be used in a projection only with the written approval of both the Community Colleges Chancellor's Office and CPEC

A map illustrating roads and commute patterns in the area expected to generate students for the new institution must also be included

5. Enrollment data

The district must provide unduplicated fall first-census enrollment for the most recent year consistent with its official fall first-census data reported by the Community Colleges Chancellor's Office cross-tabulated

a) by residence of student by ZIP code, census tract, or other unit of geography consistent with the geographic divisions for which population projections are available, and

b) by location of attendance

A format example is attached (Form 1).

Note. All students, regardless of residence are included

6. Historical data

The projection must provide a history of enrollment and annual average weekly student contact hours for day credit, evening credit, and noncredit categories for all current programs which will be absorbed by the new institution. Ten years of historical data are required for recognized educational centers; three years of historical data are required for outreach operations For example, if an entire outreach operation (site 1) and one small program from a college (site 2) are to be moved to a proposed educational center, historical data (not projected data) must be provided for each site as well as for the remainder of the district. Sample worksheets are attached (Forms 2 and 3)

It is critical for approval of the projections that the enrollment and annual average WSCH used in the projection be consistent with the district's official numbers reported by the Community Colleges Chancellor's Office An explanation of the method of calculating annual average weekly student hours (WSCH) follows.

7 Projection

Projections must meet the requirements of both the Community Colleges Chancellor's Office and CPEC. A recommended format is attached (Form 4).

CPEC's guidelines require the following:

> For a proposed new education center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided

8 Copy of "Letter of Intent to Expand" with attachments

Form 1

ENROLLMENT DATA

Use Fall first-census UNDUPLICATED total enrollment by ZIP code by site (institution or outreach operation). Each site that will be moved to the new institution should be listed as well as the remainder of the district. Data for several small outreach operations in the service area may be grouped as one site if they are all similar and will be moved to the new institution. Grouped data must have a footnote listing the sites.

STUDENTS ATTENDING MORE THAN ONE INSTITUTION SHOULD BE COUNTED IN ONLY ONE INSTITUTION. If a significant number of students attend more than one institution, please note their total number, where they were counted, and which other institution they attend.

Facility

	Site 1 +	Site 2 +	Remainder/Dist =	Total District*
	(Include students enrolled in BOTH day and evening)			
Total Enrollment				
ZIPS 9____	_____		_____	
9____	_____		_____	
9____	_____		_____	
9____	_____		_____	
9____	_____	_____	_____	
9____	_____		_____	
9____	_____	_____	_____	
Center Subtotal	_____	_____	_____	
All other ZIPS		_____	_____	
Sum of ZIPS	_____	_____	_____	

* District enrollment should match district enrollment reported on the Department of Finance report, " Projection of Fall Enrollment and Annual Average WSCH." Districts with more sites will need more data columns.

Form 2

HISTORICAL ENROLLMENT DATA

Fall first-census UNDUPLICATED enrollment should be listed for each institution or outreach operation site that will be moved to the new institution, and for the remainder of the district. Data for several small outreach operations in the service area may be grouped consistent with Form 1.

Facility:

Category and Years	Site 1	+	Site 2	+	Remainder/Dist.	=	Total District*
Eve Credit							
1988-89							
1989-90							
1990-91							
Day Credit							
1988-89							
1989-90							
1990-91							
Noncredit							
1988-89							
1989-90							
1990-91							
Total							
1988-89							
1989-90							
1990-91							

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* Columns should add to "Total District." "Total District" should match the Department of Finance report, "Projection of Fall Enrollment and Annual Average WSCH" for day credit, evening credit and noncredit categories. Districts with more sites will need more data columns.

HISTORICAL WSCH DATA

(Please see attached instruction sheet for calculation of WSCH)

Annual average WSCH should be listed for each institution or outreach operation site that will be moved to the new institution, and for the remainder of the district. Data for several small outreach operations in the service area may be grouped consistent with Form 1.

Facility:

Category and Years	Site 1	+	Site 2	+	Remainder/Dist.	=	Total District*
Eve Credit							
1988-89							
1989-90							
1990-91							
Day Credit							
1988-89							
1989-90							
1990-91							
Noncredit							
1988-89							
1989-90							
1990-91							
Total							
1988-89							
1989-90							
1990-91							

* Columns should add to "Total District." "Total District" should match the Department of Finance report, "Projection of Fall Enrollment and Annual Average WSCH" for day credit, evening credit and noncredit categories. Districts with more sites will need more data columns.

COMPUTATION OF ANNUAL AVERAGE WSCH FROM STUDENT CONTACT HOURS REPORT

The "Community Colleges Student Contact Hours" for the fiscal year, P-3, is prepared by the Chancellor's Office in August each year. This report contains Summer, Fall, Winter, and Spring WSCH data.

For all schools: Calculate the number of weeks in the academic year by dividing the number of term days by five

Day credit. Add total hours for day daily census procedure courses and actual hours of attendance procedure courses Divide that total by the number of weeks in the academic year and add it to the day mean of all weekly census procedure courses (first census WSCH for each term, divided by the number of terms)

Evening credit Repeat the same procedure for extended day.

Noncredit Noncredit is reported under actual hours of attendance procedure courses, noncredit courses Divide the total noncredit hours by the number of weeks in the academic year

Keep in mind that

Summer intersession courses are never included in the calculations.

Computations are done at the campus level, then summed to the district level

Computations for day credit and evening credit include work experience and independent study

Student contact hours are the sum of hours for resident and nonresident students

Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

EXAMPLE OF PROJECTION FOR A NEW EDUCATIONAL CENTER

Year of Fall Term	DAY CREDIT			EVENING CREDIT			NON-CREDIT			TOTAL		
	Enrollment	WSCH	WSCH/ Enr.	Enrollment	WSCH	WSCH/ Enr.	Enrollment	WSCH	WSCH/ Enr	Enrollment	WSCH	WSCH/ Enr.
Historical												
1988												
1989												
1990												
Projected												
1991												
1992												
1993												
1994												
1995												
New educational center scheduled to open Fall 1996												
1996												
1997												
1998												
1999												
2000												

Form 4

Appendix B

METHODOLOGY AND ASSUMPTIONS

The following is a suggested method of developing enrollment projections for new institutions. Other methods may also be acceptable provided that they are (a) adequately documented with the requested data, (b) based upon official population projections, and (c) based upon reasonable, justified assumptions. If a method other than the suggested method is chosen, the district should discuss the method with DRU staff.

1. Match the student data with the population data. If the geography of the population data is not the same as the student data geography, then the two units of geography must be assigned as whole units or proportions of units to the proposed service area and to the remainder of the district. Maps and enrollment data provided by the district must clearly illustrate and support the assignment.

2. Calculate historical participation rates using enrollment data (from Data, step 5) and population (age 18 - 64 if possible). A participation rate is enrollment divided by population multiplied by 1000. Three sets of rates are needed:

   a) rates for the aggregated sites which will be incorporated by the new institution - divide total enrollment from those sites by the population of the proposed service area

   b) rates for the proposed service area - divide the total of all district students who reside within the service area boundaries by the population of the service area and

   c) rates for the remainder of the district - divide all district students minus the number of students residing in the service area (students in 2 b) by the population of the remainder of the district (district population less proposed service area population)

   Generally if the new institution will provide a credit program only, only credit enrollment is used in all the calculations.

3. To derive total enrollment for the years between the current year and the first year the new institution will be open, multiply the participation rate calculated in step 2.a by the projected service area population for each year This method assumes no significant changes in participation rate between the last year for which enrollment data are available and the opening of the new institution This assumption may require variation based upon circumstances in the district (available space and resources, for example).

4. An assumption must be made at this point regarding the participation rate that will be reached in the service area after the new institution is open. Depending upon

how closely the new institution's curriculum resembles the course offerings available at other institutions in the district, and how closely the service area resembles the rest of the district, assume that the participation rate will reach 75% to 100% of the remainder of district participation rates. The participation rate for residents of the service area should not exceed the participation rate for the remainder of the district.

5. To project total enrollment for the new institution, calculate the difference between the participation rate for the proposed service area and the participation rate for the remainder of the district adjusted in step 4 ((2.c * x%) - 2.b) Add this figure to the participation rate for the outreach and existing institutions which will be moved to the new institution (step 2.a). The result will be the participation rate for the new institution, once it is established. Normally this new participation rate is phased in over the first three years of operation Total enrollment is the result of multiplying the projected population by the participation rate.

   Note. Some students included in the calculation of step 2.b may attend classes elsewhere in the district Generally, it is assumed that the participation of these students at other district facilities will remain constant throughout the projection, but this assumption may be adjusted depending upon the district's overall capacity and projected growth. For example, if the district's existing institutions can absorb more service area students, it may be appropriate to assume that they will serve a greater proportion If, however, the district's institutions are already impacted and population growth in the remainder of the district will exceed the capacity of the district's existing facilities, then it may be appropriate to assume that a smaller proportion will be served by existing facilities once the new institution is opened

6 The proportions of students in day credit, evening credit, and noncredit categories are to be based on the history of the programs being absorbed by the new institution, in line with the program description for the new institution, and applied to the projected enrollment total. Generally the proportions will not change until the new institution opens

7 Project the annual average WSCH to enrollment ratios for each category, day credit, evening credit, and noncredit, reflecting the developments described in the curriculum explanation. Generally ratios are held constant until the new institution opens, then gradually increased to more closely resemble the district's ratios. The ratios for a center are normally lower than they are for a fully developed college.

8. Calculate annual average WSCH for the projection period by multiplying enrollments by the ratios developed in the previous step. This process must be repeated for day credit, evening credit, and noncredit, then summed to the total.

References

California Postsecondary Education Commission *The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers -- Guidelines and Procedures.* Unnumbered Commission Report Sacramento: The Commission, 1975.

-- *Guidelines and Procedures for Review of New Campuses and Off-Campus Centers* Commission Report 82-34 Sacramento: the Commission, September 1982

-- *Guidelines for Review of Proposed Campuses and Off-Campus Centers A Revision of the Commission's 1982 Guidelines and Procedures for Review of New Campuses and Off-Campus Centers* Commission Report 90-9 Sacramento The Commission, January 1990

Appendix B

EXHIBIT 1.4

Conclusions and Recommendation Of CPEC Report 92-19 Concerning Kings County Center

THE LEMOORE CENTER of the West Hills Community College District – often called that district's "Kings County Campus" – is an existing facility that the district constructed with local funds in 1982. It serves the Lemoore/Hanford area of Kings and Fresno Counties – an area that lies within both the West Hills and College of the Sequoias Community College Districts. This fact has created a jurisdictional problem between the districts, and the Board of Governors of the California Community Colleges has determined that the problem should be resolved by granting permanent educational center status to the Lemoore operation.

Given the interests of the two competing community college districts, in recent years the Chancellor's Office and other groups offered several alternative suggestions for serving the Lemoore/ Hanford area, and for many months, the Board of Governors hoped that the two districts would be able to reach an agreement on a cooperative service strategy. In its *Long-Range Capital Outlay Growth Plan* (1991a), the Board asked the districts to "plan cooperatively to serve the citizens of southern Fresno and northern Kings and Tulare Counties in the most cost effective way possible." Unfortunately, and in spite of many good faith efforts by all concerned, the two districts were unable to agree on a joint venture, a circumstance that brought the issue before the Board for resolution. Following two lengthy discussions, in May 1991, the Board agreed that the best solution was to recognize the Lemoore Center officially, for three reasons:

- The center is already built and offers a wide range of programs;
- The center qualifies for educational center status, given its enrollment is in excess of 700 average daily attendance (ADA); and
- A decision to locate a permanent center in Hanford would have an extremely deleterious effect on the financial viability of the West Hills District.

As a result, the Board recognized the Lemoore Center as the official educational center for the Lemoore/Hanford area, and it has asked the Postsecondary Education Commission to concur in its decision in order to permit the West Hills Community College District to compete for capital outlay funds for the center.

The Commission offers to the Governor and the Legislature the following conclusions that follow the eight criteria it uses to evaluate all center proposals.

Conclusions

1. *Enrollment projections:* The West Hills District has provided adequate information on its enrollment history, plus an officially approved projection by the Demographic Research Unit of the Department of Finance. It is of a sufficient size (about 700 ADA) to be educationally viable, and meets the size criteria established by the Board of Governors.

2. *Alternatives to new campuses or off-campus centers:* The resolution of the issue of alternatives is central to the Commission's consideration of this proposal, and while a number of seemingly viable options were considered, the best of these is to recognize the Lemoore facility as an official center. All other options involve unacceptable costs, insurmountable legal difficulties, a reduction in service, or a serious threat to the financial viability of the West Hills District. The Commission therefore must conclude that all reasonable alternatives have been considered.

3. *Serving the disadvantaged:* The service area of the center is about 1.2 percent American Indian, 2.7 percent Asian, 6.7 percent Black, 49.7 percent White, and between 40 and 50 percent Hispanic, depending on the definition of that term. To serve disadvantaged students, the center

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offers a variety of counseling, tutoring, and special program services. In addition, its first capital outlay project request is designed to remove the remaining architectural barriers to physically handicapped students.

4. *Geographic and physical accessibility:* The physical, social, and demographic characteristics of the service area have been described adequately, and transportation systems are adequate. Commuting time is minimal given the level terrain and the location of the center near several main arterial streets and highways.

5. *Environmental and social impact:* There is no requirement to submit an Environmental Impact Report in this case, since the center is already built.

6. *Effects on other institutions:* The Commission concludes that recognition of the Lemoore Center will not adversely affect the College of the Sequoias, which is located nearly 30 miles to the east, because the college is already at capacity. Official center status probably will have an adverse effect on the potential growth of the College of the Sequoias "storefront" operation in Hanford. Nevertheless, the Commission be-

7. *Academic planning and program justification:* The West Hills Community College District has provided a comprehensive academic program and course listing to the Commission, and discussed its future academic plans for expansion, particularly in the vocational area. The Commission believes the academic plan is reasonable and relatively typical for a community college operation of this size.

8. *Consideration of needed funding:* The West Hills district provided both capital outlay and support budget information to the Commission, which anticipates that growth at the Lemoore Center will be gradual.

Recommendation

Based on these conclusions, the Commission recommends that the Lemoore Center of the West Hills Community College District be approved as an officially recognized educational center of the California Community College system, and that it become eligible for state capital outlay funding as of the 1993-94 fiscal

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Appendix C

STATE OF CALIFORNIA — GRAY DAVIS, Governor

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J STREET, SUITE 500
SACRAMENTO, CALIFORNIA 95814-2933

OFFICE OF THE EXECUTIVE DIRECTOR
(916) 445-1000 CALNET: 485-1000
FAX: (916) 327-4417

EXHIBIT 1.1
September 13, 2000

Thomas J. Nussbaum, Chancellor
California Community Colleges
1102 Q Street, 4th Floor
Sacramento, CA 95814

Dear Chancellor Nussbaum:

Thank you for the copy of your letter of June 16, 2000 to Frank Gornick concerning the West Hills Community College District's "Letter of Intent" to secure official college status for the approved educational center located in Lemoore. As you know, the Commission's *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC Report 92-18, August 1992), call for a Letter of Intent to include the following items:

1. A preliminary ten-year enrollment projection;
2. The approximate location of the proposed campus;
3. A copy of the district's most recent Five-Year Capital Construction Plan;
4. A prioritization (near term, mid term, and long term) of the proposed campus within the systemwide 15-year plan;
5. A time schedule for development of the new campus;
6. A tentative ten-year capital outlay budget starting on the anticipated date of the first capital outlay appropriation;
7. A copy of the resolution of the local governing board authorizing the new campus and
8. Maps of the area in which the campus is to be located.

We have reviewed the materials forwarded to us by the West Hills Community College District and find that the Letter of Intent addresses the essential elements enumerated in the Guidelines. We agree with you that planning should move forward.

As you may recall, the conclusions and recommendations in our Report 92-19 concerning the Lemoore Center (formerly the Kings County Center) noted that the Lemoore/Hanford area lies within the service area of both the West Hills and the Sequoias Community College Districts. While both the Board of Governors and the California Postsecondary Education Commission have recognized the Lemoore Center as the official educational center for the Lemoore/Hanford area, we nonetheless encourage the West Hills Community College District to use a regional perspective in planning this new campus in order to avoid deleterious effects on adjacent districts, including the Sequoias Community College District.

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The next step in the Commission's review process is a formal analysis of the need for a full campus at Lemoore. The Needs Study the district submits should include a copy of the environmental impact report and address in greater detail such issues as enrollment projections, programmatic alternatives, academic planning, needed funding, and the potential impact of the campus on the surrounding community and neighboring institutions. Upon approval by the Board of Governors, we will conduct a careful review of the proposal according to criteria specified in the Commission's Guidelines.

We look forward to receiving the Needs Study within the near future.

Sincerely,

Warren H. Fox, Ph.D.
Executive Director

cc: Beth Graybill, California Postsecondary Education Commission
Frederick Harris, California Community College Chancellor's Office
Carol Corcoran, Demographic Research Unit, Department of Finance
Frank P. Goemick, West Hills Community College District
Kamiran Bafrkhan, Sequoias Community College District
Allan Petersen, Allan Petersen and Associates

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Appendix D

Letters Of Support*
Lemoore College

Educational Institutions

Rose Marie Joyce, Superintendent/President, Gavilan College
Benjamin T. Duran, Superintendent/President, Merced College
Judith A. Redwine, Chancellor, State Center Community College District
Edward J. Valeau, Superintendent/President, Hartnell College
Joan F. Gusinow, Superintendent, Central Union School District
Daniel L. Larios, President, Fresno City College
John D. Welty, President, California State University, Fresno
James M. Brooks, Superintendent, Riverdale Joint Unified School District
Marion Wilson, President, Board of Trustees, Lemoore Union High School District
John A. Zumwalt, President, Board of Trustee, Sequoias Community College District

Government

Judith G. Case, Chair, Fresno County Board of Supervisors
Jeff Briltz, City of Lemoore
Joe Neves, Supervisor, Kings County
Arlene Taylor, Supervisor, Kings County

Community and Business Organizations

John Allan, General Manager, Indian Gaming Center, Lemoore
J. Daniel and Wilma Ruth Humason, Humason Investments
Laura Thompson, Chief Executive Officer, Lemoore Chamber of Commerce

*Copies of Letters on file with Needs Study

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